

Message Text

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R 131200 Z MAR 73

FM AMEMBASSY OSLO

TO SECSTATE WASHDC 6404

S E C R E T SECTION 1 OF 2 OSLO 985

LIMDIS

FOR EUR/ NE

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SUBJ: EUROPARA NORWAY

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1. BEGIN SUMMARY. THIS TELEGRAM CONTAINS THE EMBASSY'S COMMENTS ON TRENDS AND TARGETS IN ALLOCATION OF OFFICIAL RESOURCES TO NORWAY, IN RESPONSE TO THE QUESTIONS IN PARA 2 OF REF (B) END SUMMARY.

GENERAL CONSIDERATIONS

2. THE ADEQUACY OF RESOURCES FOR EMBASSY OPERATIONS CAN ONLY BE DETERMINE D, OF COURSE, IN THE LIGHT OF A REVIEW OF THE POLICIES THOSE RESOURCES ARE INTENDED TO BUTTRESS. WHILE OUR ANALYSIS MAY THUS BE SUBJECT TO REVISION AFTER THE POLICY SECTIONS OF EUROPARA HAVE BEEN COMPLETED, WE PROCEED FROM CERTAIN ASSUMPTIONS AS TO THE CONTINUITY OF BASIC US POLICY TOWARD NORWAY. NORWAY'S STRATEGIC LOCATION MEANS THAT NORWEGIAN COOPERATION CONTINUES TO BE OF UNIQUE IMPORTANCE TO OUR OWN NATIONAL SECURITY. WE THUS ASSUME THE STATEMENT OF POLICY WILL, AT A MINIMUM, INCLUDE THE NEED FOR ASSURING THE CONTINUATION OF A WESTERN ORIENTATION IN NORWEGIAN FOREIGN AND SECURITY POLICIES, AS MANIFESTED BY CLOSE BILATERAL COOPERATION WITH THE US (POLITICAL, MILITARY, AND ECONOMIC), ACTIVE NORWEGIAN PARTICIPATION IN NATO, AND CLOSER NORWEGIAN TIES WITH WESTERN EUROPE.

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3. NORWAY' S POSITION OVER THE PAST QUARTER CENTURY AS AN ALLY AND GOOD FRIEND OF THE US HAS ENJOYED BROAD POPULAR SUPPORT. IN ADDITION TO THE CLOSE BLOOD TIES WHICH PRODUCE A BASIC FONDNESS FOR AMERICANS AMONG MOST NORWEGIANS, THERE IS IN THE OVER-40 GENERATION BOTH A WIDESPREAD SENSE OF GRATITUDE FOR AMERICA' S WARTIME AND EARLY POSTWAR POLICIES AND A LINGERING APPREHENSION OVER SOVIET INTENTIONS. THE RESULT HAS BEEN THAT NORWEGIANS THEMSELVES HAVE CARRIED THE BALL IN PROMOTING THEIR PRO- US AND PRO- WESTERN POLICIES, AND THE US HAS NOT HAD TO DEVOTE SIZEABLE RESOURCES TO WINNING FRIENDS AND INFLUENCING PEOPLE. IN EFFECT, OUR RECORD HAS SPOKEN FOR ITSELF.

4. NOW, HOWEVER, SOME NORWEGIANS -- INCLUDING MANY YOUTH -- ARE QUESTIONING THE RECORD. THE GROWTH HERE (AS IN THE US AND ELSEWHERE IN WESTERN EUROPE) OF ANTI- ESTABLISHMENT SENTIMENTS , REVISIONIST ATTITUDES TOWARD THE COLD WAR, AND DETENTISM HAS COINCIDED WITH RETRENCHMENTS IN THE OFFICIAL US PRESENCE OVERSEAS AS REFLECTED IN BALPA, OPRED, AND BUDGETARY BELT- TIGHTENING. WE THUS FIND OURSELVES MANNED AND FUNDED FOR DOING LESS, AT A POINT WHERE THE CHANGING DOMESTIC CLIMATE IN NORWAY SUGGESTS THAT WE NEED TO BE DOING MORE. AUSTERE STAFFING AND BUDGETARY RESTRAINTS LIMIT THE AMOUNT OF TIME SUBSTANTIVE OFFICERS CAN DEVOTE TO CONTACT WORK IN GENERAL AND PARTICULARLY TO TRAVEL IN THE FAR- FLUNG PROVINCES. YET SUCH WORK IS OF INCREASING IMPORTANCE. THE DAY HAS PASSED WHEN WE CAN TAKE NORWAY FOR GRANTED, AND NOW THAT VIETNAM IS OVER WE CAN PROFITABLY DEVOTE MORE EFFORT TO PROMOTING UNDERSTANDING AND SYMPATHY FOR AMERICAN POLICIES. AT THE SAME TIME, UNDERSTANDING OF THE SHIFTING DOMESTIC SCENE IS ALSO GOING TO REQUIRE MORE GRASS ROOTS CONTACT WORK. LAST YEAR' S REFERENDUM DEMONSTRATED RATHER GRAPHICALLY THE SIGNIFICANT URBAN- RURAL SPLIT IN NORWAY AND THE FACT THAT THE OSLO- BOUND OBSERVER DOES NOT FULLY APPRECIATE PUBLIC OPINION IN NORWAY.

PERSONNEL RESOURCES

5. THE TREND IN PERSONNEL HAS BEEN GRADUALLY DOWNWARD, REFLECTING THE DECISIONS TAKEN UNDER BALPA AND OPRED AND THE SUBSTANTIAL REDUCTION IN THE MAAG IN 1970-71. AND THE PERSONNEL FIGURES SHOWN IN THE RESOURCE ALLOCATION CHART (WHICH HAS BEEN TRANSMITTED BY POUCH) ARE THEMSELVES SLIGHTLY OUT OF DATE SINCE

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THEY WERE KEPT CONSISTENT WITH THE FY-72 DATA BASE OF THE COST FIGURES SHOWN. ACTUALLY, THE EMBASSY IS DOWN ONE ADDITIONAL AMERICAN POSITION AND SEVERAL LOCAL EMPLOYE POSITIONS AT THE PRESENT TIME, THE AMERICAN BECAUSE OF OPRED, THE NORWEGIANS BECAUSE OF SEVERAL COINCIDENT RESIGNATIONS FROM VARIOUS OFFICES IN THE EMBASSY. SOME OF THESE DEPARTURES REFLECT THE ATTRACTIVENESS OF OTHER EMPLOYMENT OPPORTUNITIES (IN TERMS OF HOURS AND/ OR WAGES) IN CONTRAST WITH EMBASSY EMPLOYMENT AND ARE OF CONCERN TO US ON THAT SCORE.

6. DESPITE THESE REDUCTIONS IN PERSONNEL, DEMANDS ON EMBASSY RESOURCES ARE INCREASING. THIS IS PARTICULARLY NOTICEABLE, FOR EXAMPLE, IN THE CONSULAR WORKLOAD WHICH REFLECTS THE INTERNATIONAL TRAVEL EXPLOSION. ALL TYPES OF CONSULAR WORK HAVE INCREASED DRAMATICALLY IN THE PAST DECADE, MANY TYPES HAVING DOUBLED OR TRIPLED DURING THAT PERIOD. WE ARE CARRYING THIS LOAD WITH NO INCREASE IN STAFF AND WE MUST PLAN FOR CONTINUING INCREASES IN WORK (OSLO A-154 OF JULY 18, 1972, PROJECTED OUR CONSULAR WORKLOAD FOR FISCAL YEARS 1973 AND 1974).

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7. SIMILARLY, THE COMMERCIAL WORKLOAD HAS STEADILY INCREASED IN THE COURSE OF PURSUING A MORE ACTIVE TRADE PROMOTION PROGRAM BY STIMULATING STILL GREATER NORWEGIAN COMMERCIAL INTEREST IN THE SCANDINAVIAN TRADE CENTER IN STOCKHOLM, BY ENCOURAGING AND ASSISTING MORE VISITING TRADE MISSIONS AND BACKSTOPPING THE FIRST US TRADE EXHIBIT THIS SPRING. IF SUCH TRADE PROMOTION ACTIVITIES ARE TO BE MAINTAINED AT THE CURRENT HIGH LEVEL, THE REINSTATEMENT OF THE NUMBER THREE ECONOMIC/ COMMERCIAL OFFICER POSITION, ABOLISHED IN 1971, SHOULD BE RECONSIDERED.

8. IN ADDITION, OUR ENVIRONMENTAL CONCERNS HAVE RISEN MARKEDLY OVER THE LAST FEW YEARS, SO MUCH SO THAT WE HAVE ALREADY ON RECORD A REQUEST FOR AN ADDITIONAL OFFICER POSITION TO DEAL WITH ENVIRONMENTAL MATTERS. TO THIS RECITATION, ONE NEED PERHAPS MERELY MENTION THAT IN AN EMBASSY OF THIS SIZE, THE NUMBER OF MAN- HOURS NOW BEING SPENT MERELY ON PROCESSING AND READING THE REAMS OF PAPER BEING PRODUCED IN THE VERY COMPLEX NEGOTIATING SITUATIONS UNDERWAY IN VIENNA AND HELSINKI, LET ALONE BRUSSELS AND GENEVA, AMOUNT TO A CONSIDERABLE APPLICATION OF OUR FINANCIAL AND HUMAN RESOURCES, A NEW DEMAND IN THIS AGE OF DETENTE. IT IS NOT THAT THERE ARE SO MANY OCCASIONS IN WHICH OFFICERS MUST ACT IN THESE SITUATIONS, BUT IT IS THE ONLY WAY THAT THEY CAN STAY WELL- ENOUGH INFORMED OF THESE COMPLEX NEGOTIATIONS TO BE ABLE TO ACT WHEN NECESSARY, TO BUTTRESS A US POSITION OR DEFEND A US POSITION WITH THE HOST GOVERNMENT. WE ARE KEEPING UP WITH THESE DEMANDS ON OUR TIME AND ARE PERFORMING EFFECTIVELY IN TRADITIONAL WAYS. BUT AS NOTED ABOVE, THE TIME LEFT OVER FOR CONTACTS AND TRAVELS SEEMS STEADILY TO DECLINE.

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BUDGETARY RESOURCES

9. COST FIGURES FOR THE EMBASSY' S OPERATIONS HAVE REMAINED ESSENTIALLY CONSTANT IN REAL TERMS, ALTHOUGH RISING PRICES FOR BOTH GOODS AND SERVICES HAVE PUSHED THE EMBASSY' S EXPENDITURES STEADILY UPWARD, MORE THAN WIPING OUT ANY BENEFITS WHICH THE OPRED AND BALPA CUTS IN PERSONNEL PRODUCED.

10. IN AGGREGATE, WE BELIEVE THAT INCREASED FUNDING IS REQUIRED. WE FEAR THAT OUR INABILITY TO PROVIDE PAY INCREASES FOR DESERVING LOCAL EMPLOYEES WILL IN TIME ERODE OUR RESERVE OF THIS ALMOST PRICELESS TALENT AND CONTINUITY (CF. OSLO 784 FOR ADDITIONAL INFORMATION ON THIS). WE ALSO DO NOT HAVE ENOUGH MONEY TO ACCOMPLISH THE REPRESENTATIONAL PURPOSES WHICH WE WOULD DEEM ESSENTIAL TO OUR MISSION HERE IN THE LONG RUN. BY REPRESENTATIONAL WE MEAN NOT MERELY THAT MONEY WHICH IS USED SPECIFICALLY FOR ENTERTAINING BUT ALSO RESOURCES FOR MORE OFFICIAL TRAVEL IN- COUNTRY. AND TO ENHANCE OUR ABILITY TO INFLUENCE THE YOUNGER GENERATION HERE, WE REQUIRE MORE MONEY FOR PROGRAMS AMONG UNIVERSITY STUDENTS AND FOR THE INTERNATIONAL VISITORS' PROGRAM. THE LATTER, TO HAVE AN EFFECTIVE IMPACT, SHOULD BE INCREASED TO AT LEAST 10 FULL GRANTS A YEAR (SEE THE RECOMMENDATION IN OUR LAST ANNUAL ASSESSMENT, OSLO A-259 OF NOVEMBER 30, 1972).

11. USIS RESOURCES HAVE BEEN INCREASINGLY SHIFTED TO FOCUS ON RELATIVELY SMALL BUT HIGHLY INFLUENTIAL AUDIENCES OF EDITORS AND TV COMMENTATORS, MEMBERS OF PARLIAMENT, PRINCIPAL OFFICIALS OF

IMPORTANT MINISTRIES, YOUNG POLITICAL LEADERS, AND KEY MEMBERS OF THE LABOR PARTY AND THE ACADEMIC COMMUNITIES. THE DEVELOPMENT OF NEW PROJECTS AND PROGRAMS TO REACH THESE GROUPS HAS BEEN HAMPERED, HOWEVER, BY THE FACT THAT INFLATION AND FIXED COSTS HAVE LIMITED BUDGET FLEXIBILITY TO ABOUT 10 PERCENT. THE EMBASSY ESTIMATES THAT AN IMAGINATIVE AND EFFECTIVE PROGRAM WOULD REQUIRE INCREASES AIMED AT MAINTAINING A REAL LEVEL OF FLEXIBILITY IN THE USIS BUDGET OF ABOUT 20 TO 25 PERCENT.

12. WE ARE STRUCK, WHEN WE EXAMINE THE MEAGER FORMAL ALLOCATION FOR REPRESENTATION THIS POST HAS -- \$8300 -- WITH THE INCONGRUITY OF OUR TOTAL RESOURCE ALLOCATION HERE. FOR INSTANCE, IN A YEAR WHEN STATE HAS ONLY A LITTLE MORE THAN \$8000 TO CONDUCT OUR REPRESENTATION PROPER HERE, THE EUROPEAN OFFICE OF AEROSPACE RESEARCH OF THE DEPARTMENT OF THE AIR FORCE LETS OUT A CONTRACT TO THE SECRET

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INSTITUTE OF THEORETICAL PHYSICS AT THE UNIVERISTY OF OSLO FOR \$13,000 TO STUDY " VARIABLE SOLAR PHENOMENA." HOWEVER VALUABLE THAT RESEARCH MAY BE TO OUR NATIONAL PURPOSES, WE ARE LEFT TO WONDER HOW WISE IT IS TO PUT A HIGHER PRIORITY ON KNOWING SOLAR PHENOMENA OVER NORWAY THAN IN KEEPING IN TOUCH WITH THINGS MORE HUMAN AND TERRESTRIAL WITHIN NORWAY ITSELF. THERE ARE OTHER SUCH EXAMPLES.

13. ANOTHER ASPECT OF OUR " CONTACT WORK IS OUR SERVICE, AS AN EMBASSY AND ESPECIALLY IN THE CONSULAR FIELD, TO THE BURGEONING AMERICAN BUSINESS COMMUNITY HERE, PARTICULARLY IN STAVANGER, THE " PORT" FOR NORTH SEA OIL EXPLORATION AND EXPLOITATION. STAVANGER NOW HAS AN AMERICAN COMMUNITY ESTIMATED AT 2500 PERSONS AND AN AMERICAN SCHOOL WITH SOME 300 STUDENTS. MOREOVER, THE ACTIVITIES OF OIL COMPANIES IN THE STAVANGER AREA ARE OF PRIME COMMERCIAL IMPORTANCE AND REPRESENT AN OUTSTANDING MARKET OPPORTUNITY FOR US SUPPLIERS. (THE DEVELOPMENT OF THE EKOFISK FIELD IN THE NORTH SEA ALONE WILL CREATE A MARKET FOR OVER \$1 BILLION.) A SPECIAL US TRADE MISSION WILL BE VISITING STAVANGER FOR JUST THIS PURPOSE LATER THIS MONTH. THE AMERICAN BUSINESS PRESENCE IN BERGEN OR TRONDHEIM MAY ALSO MUSHROOM AS THE OIL INDUSTRY EXPANDS ALONG THE COAST. WHILE THE OPENING OF AN AMERICAN CONSULAR POST OUTSIDE OSLO MAY NOT BE WARRANTED YET, THE GROWING NEED FOR SERVICES TO THE BUSINESS COMMUNITY MAY IN TIME MAKE IT DESIRABLE TO OPEN A CONSULATE IN STAVANGER, OR TO REOPEN THE CONSULATE IN BERGEN. SUCH A POST WOULD HAVE THE ADDITIONAL BENEFIT OF SUPPLEMENTING THE EFFORTS OF THE EMBASSY AND OUR ONE- MAN LISTENING POST IN FAR- NORTHERN TROMSO TO ESTABLISH A MORE VISIBLE OFFICIAL PROFILE IN NORWAY AND TO STAY IN BETTER TOUCH WITH THE PULSE OF THE COUNTRY. IN THE MEANTIME,

ADDITIONAL FUNDS FOR TRAVEL WOULD PERMIT MORE FREQUENT AMERICAN EMBASSY VISITATIONS TO STAVANGER; WE BELIEVE SOMETHING LIKE A REGULAR MONTHLY CONSULAR " CIRCUIT RIDER" WOULD BE DESIRABLE.

CONCLUSION

14. IN SUM, WE BELIEVE THAT PRESENT SPENDING IN NORWAY IS " ON TARGET," IN THE SENSE THAT WHAT WE ARE DOING IS WORK THAT HAS TO BE DONE. BUT WE ALSO BELIEVE THAT THERE IS ADDITIONAL WORK THAT SHOULD BE DONE IN IMPLEMENTATION OF US POLICY, GIVEN THE CHANGING CLIMATE IN NORWAY, THE GROWTH OF AN AMERICAN BUSINESS COMMUNITY HERE, AND THE NEED FOR A MORE AGGRESSIVE APPROACH TO PROMOTION OF US ECONOMIC INTERESTS. TO MEET THESE NEEDS, WE ARE SUGGESTING
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TWO ADDITIONAL OFFICER POSITIONS -- REINSTATEMENT OF A THIRD ECONOMIC/ COMMERCIAL OFFICER, AND ADDITION OF AN ENVIRONMENTAL OFFICER SLOT. THE LATTER WOULD ENABLE THE OFFICER PRESENTLY HANDLING THE GROWING ENVIRONMENTAL WORKLOAD TO DEVOTE GREATER ATTENTION TO REPRESENTATIONAL CONTACT WORK IN THE POLITICAL FIELD. IN ADDITION, WE ARE SUGGESTING MORE PROGRAM FUNDS TO PERMIT A MORE ACTIVE IN- COUNTRY TRAVEL PROGRAM AND AN ENLARGED INFORMATION AND INTERNATIONAL VISITOR PROGRAM.
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